CHAPTER - II

REVIEW OF LITERATURE

2.1 INTRODUCTION

An attempt has been made in this chapter to review the earlier studies covering Rural Employment Programmes viz. IRDP, TRYSEM, DWACRA, and JRY.

A study by Balishter and Chandra\(^1\) (1996) on “Integrated rural development programme: A study in Etal district of Uttar Pradesh, explains the implementation process and impact of programmes on beneficiaries. The authors have shown that the rural poverty alleviation programmes, could not make much headway amongst the least developed groups in the case study area, while programme in non-agricultural pursuits, rampant corruption at the implementation stage is sapping the vitality of the programme. Finally they concluded that several problems which caused inadequate impact on income generation and these problems need immediate remedial measures for successful implementation of the programme.

“Integrated Rural Development; Need to Avoid pitfalls” A case study of Yavatmal in Andra Pradesh by A. Ramakrishna\(^2\) (1992) evaluates the IRDP programme implemented through the block level Samithi or Taluka Development Board in Andra Pradesh district. The study reveals that the people have faced some problems relating to getting the loan amount and sometimes the cost of getting the subsidy may exceed the subsidy amount itself. And, leakages take place and subsequent mis-utilization including resale, transfer of
inputs of bigger farmers and diversion of the benefits, leaves the poor farmers without change in their economic status. The study concludes that there is a great need to establish and maintain the rapport with the beneficiary for the success of the rural development schemes and the most important aspect of the rural development lies in providing imaginative leadership and proper management at the block level.

Rao\(^3\) (1987) in his study on “Rural Development A case study in Andra Pradesh” attempts to evaluate the implementation of the IRDP programmes through the District Rural Development Agency. The study reveals that the perspective plan covers all the sectoral schemes like agriculture, animal husbandry, horticulture, fisheries and industries. Among the programmes, the minor irrigation programmes are rated with higher success and they are expected to have long term linkage in generating employment and 40-50 percent of the beneficiaries take advantage of the schemes and rise above the poverty line. And, the Bankers are happy with their recovery of loans from the beneficiaries. The study is concluded that the IRDP programmes have achieved but not expected level. Absence of a proper set up at the block level is hindering the planning and implementation of the programmes and there is no scope for community involvement in planning the rural development programmes.

According to Markandan\(^4\) (1993) there is a misconception about rural development among many who are involved in the planning and implementation of development programmes in rural areas. Even after four decades of planning it has not been able to evolve a globally
accepted indigenous development model for the rural areas. Because of their western orientation. The development experts perceive the issues at the macro level and ignore the ground realities. He opines that we are pursuing a development policy with top-down approach. He says we must adopt bottom-up approach while planning for rural uplift.

Inspite of several development programmess since the implementation of the planning are the incident of poverty and unemployment continues to be the major problems plaguing the country demanding complete attention of planners and policy makers. Different approaches were spelt out in different plans, but basic objectives remained to be ensuring growth with equity and social justice, self-reliance improved efficiency and productivity ultimately resulting in full employment.

According to Premkumar and Rahul Kumar (1992), it is being increasingly realized that women income in a family is very essential and important in relation to the nutritional, economic and educational uplift of the family. Therefore a provision is made under IRDP that at least 30 percent of beneficiaries should be women. But the mid-term review of IRDP (1987) has shown that flow of assistance to the women members at the targeted group of household was very nominal. Hence, with an objective of improving the quality of assistance to the rural women, a sharper focus was conceived through the scheme of Developmental of Workers and Children in Rural Areas.
Derhgawer (1991) in his paper on "Seven steps for success of Rural Development Programme, explains the various steps for implementation of rural development programme and its success. According to author even job analysis of the functionaries is seldom done, as a result target-oriented delivery system is created where quality and innovations so much needed for the real development of the rural people, find very little place. And, therefore he accords paramounts importance to evolving suitable mechanism for successful implementation of the programmes, both in terms of speed and efficiency. Because, "Only a scientifically planned execution of the programmes can achieve the objectives and goals of any plan. Author finally concludes that Seven steps which, he feels can "act as pillars of success in search for better tomorrow for the millions of rural India.

Ashok Kumar (1987) in his paper on "Trained personnel for effective programme implementation." explains the various aspects of training in India along with the causative factors for its failure. According to author the employee training is as important as basic education. But unfortunately, this aspect has been overlooked for various reasons. With the result that there is a wide gap between demand and availability of skilled personnel in every sphere. The author concludes that Government as well as private employers should encourage training at all levels and faster quality training institutions, so that the gap between demand and availability of skilled personnel is bridged.
Desai (1988) defined Integrated Rural Development Programmes as an approach which, by better utilization of local resources and creating infrastructural facilities for economic and social developments, aims at improving the quality of life of the rural population, especially the rural poor, by the creation of expanded employment and income opportunities for them. Thus it can be concluded that Integrated Rural Development Programme is the development and utilization of local resources by bringing about necessary institutional, structural and attitudinal changes and by creating infrastructural facilities for economic as well as social development with integration of functions and programmes in a given area. It integrates government administration with the work of banks, co-operation and voluntary agencies, etc.

Majudar (1988) says, since the formation of the country's sixth plans proposal, there has been more focused attention to the steps to be taken for improving the status of women and their enhanced participation in the development process. The Seventh plan has outlined a number of projects and programmes for integration of women in development and has emphasized the need for strategy to reach the poorest section of the community which forms the target groups of anti-poverty programme of rural development.

Naidu (1987) emphasized the need for Integrated Rural Development programme, which is financed partly by subsidy and partly by bank loans. The provision of the subsidy should be linked with credit from financial institutions. Because he feels unless sufficient credit is provided to the developmental programmes for
weaker section, the main goal of development programme cannot be achieved. The author pinpoints operational problems faced by the banks in this regard and suggests measures to overcome the difficulties.

Goyal and Mahipal11 (1989) say that JRY is a step in the direction of tackling the problems of poverty and unemployment among the rural poor. The authors analyse the various aspects of the scheme and wind up with a few suggestions to make the scheme successful. According to the opinion of researchers the JRY has been launched by the Government as a step leading to decentralization of planning and power.

A study by Thakur12 that views also covers illiteracy of rural poor about IRDP schemes, accounting, banking etc., lack of suitable packages in rural areas. The package must cover production to marketing aspects of the goods produced. The schemes are to be surveyed at the various stages of implementation in order to eliminate draw backs intime. The author finds lack of proper co-ordination between major poverty alleviation programmes. There is an attempt to make a dent to the problem of rural poverty in isolation he feels. This calls for a fresh look at the administrative level.

Pothuluru13 (1991) in her study told that since a major portion of assets/investments provided under the major anti-poverty programme are not utilized as it was intended, it has not been successful in improving the economic conditions of some of the poor
households. He suggests some steps to reduce the mis-utilization of investment to some extent.

A study by Raghav\textsuperscript{14} (1992) on evolution of "Jawahar Rozgar Yojana" in two blocks of Firozabad District in Uttar Pradesh state explains the implementation process and impact of programme. The study reveals that the factors responsible for the limited success of the scheme, the chief of which is the dishonesty of Gram Pradhans and there is vast difference in the amount of work and the utility of work performed in the two blocks and those persons who deserved employment are deprived of it. The study concluded that the scheme is good intentioned and it must continue. But it needs to be implemented with honesty, earnestness, sincerity and with a sense of mission.

A study by Prakash\textsuperscript{15} (1992) on Generating Rural Employment through "TRYSEM" programme - A case study in Rahi development block of Rae Bareli district in Uttar Pradesh, explains the effectiveness of the programme on beneficiaries. The study reveals that emphasis under the scheme has been given on women. Women trainees mainly utilize their training for self use instead of going commercial and on the whole TRYSEM has been helpful in generating rural employment opportunities for both men and women. The study concluded that it was necessary for the success of TFYSEM scheme the government should also see that the trainees do establish their small scale business in their villages and do not undergo this training mainly for the sake of availing the financial assistance. The training programme should in fact be linked with productivity.
Rao\(^\text{16} (1998)\), According to the author the training is imparted in different traditional and modern trades for generating employment to the rural unemployed. In UP state, the TRYSEM is being implemented and targets are being achieved every year. But the results of self-employment and wage employment were not satisfactory. The selection of the candidates and trades was found to be defective. Many of the old and new trainees and trainers were of the opinion that the scheme was in fact only target oriented and development departments were worried about achieving the targets. There was no proper follow up and post training monitoring. Finally he concluded that programme has created employment opportunities but was not to the expected level, and trainees should participate in pre and post training activities for their self development.

A study by Premkumar and Rahul Kumar\(^\text{17}\) on “DWACRA – case study, examines the effectiveness of implementation of the programme. The study reveals that employment status has improved substantially as the unemployed as well as the other wage earners were provided with self employment. The low level of income and low level of employment were observed by the beneficiaries of tailoring and mat weaving trades. Contrary to this more income and more number of days of employment were earned in dairy trade. The study concluded that employment opportunities have substantially increased but not to the expected level. More over if financial, infrastructure and marketing facilities are given at the right time and place, self-employed units may become highly enterprising units.
A paper by Roy and Agarwal\textsuperscript{18} (1989) in their paper on "Self-employment for rural women, explain the employment opportunities in rural area (India) According to authors forty eight percent of the rural work force is women. Yet they are discriminated against in employment opportunities, wages, social status etc, resulting in a gradual decline in their participation in workforce. Self-employment is the need of the time, It is required not merely as an alternative economic activity or as a source of additional earning, but for the best utilization of the available but unexploited human resources. Finally authors concluded that spread of literacy and technical know-how in rural areas is bound to attract more and more women to self employment projects/programmes and such a situation is bound to bring in a sense of pride and a sense of dignity in the rural population.

A study by Shivashankaiah and Ramappa\textsuperscript{19} (1993) on "Impact of DWACRA on rural areas" explains the effectiveness of programme on beneficiaries. The study reveals that the more than 60 percent of beneficiaries were got employment opportunities in various works like mat making, basket making and vending of vegetables etc. The study concluded that employment opportunities had substantially increased but not to the expected level. And DWACRA did not provide any facility to the beneficiaries for getting raw materials and marketing facility for their products.

A study by Nefa and Someshwar\textsuperscript{20} (1998) on "DWACRA: A hope of height for women's development in Rural areas, examine the process of programme implementation and its impact on their living
conditions. The study reveals that the programme has brought about a significant change in income-levels of the women and the number of working days per month has increased. The dairy and animal husbandry activity relatively helped them in better way both in terms of income generation and employment creation. It was presumed that the benefits obtained through the programme would help the beneficiaries to improve their living conditions and the social status in the society. The study concluded that the regular visits of higher authority have strengthened the group and the success story of DWACRA groups had substantiated that women's collective efforts will go a long way in women and child development in rural areas.

A study by Chandakavathe\textsuperscript{21} (1995) The study reveals that 45 percent have been marginally benefited as their family income between pre-benefit and post-benefit period slightly increased. And, the programme has not made any positive impact on the income of the remaining of the families. The positive picture of the study was a grand success of ISB sector. All village artisans, business/servicemen improved their activities and were benefited compared to pre – benefit period. The study concluded that the IRDP programme if implemented on right perspective it will prove to be a boon to the village poor and instrument of social change

A study by Rao and Natarajan\textsuperscript{22} (1998) on “IRDP assistance in Andra Pradesh: An evaluation examines the implementation process of programme and its impact on beneficiaries. The study reveals that the most of the beneficiaries assisted under this sector are still in the same position as they were prior to the assistance given under the
scheme. The study brings to limelight various deficiencies in the whole chain of IRDP in the district like under financing, providing cash credits by violating the norms, lack of supervision, lack of knowledge on the part of the beneficiaries to utilize the assets, lack of adequate training to the schemes, the IRDP loans not being utilized to the extent of their real objectives. The study concluded that besides inadequate and inappropriate schemes there are several operational and procedural defects which impede the smooth and adequate flow of credit and subsidy to the beneficiaries in the district and if the guidelines given by the Govt. regarding identification of genuine beneficiaries with the matching schemes, by imparting the suitable training at the appropriate time, the schemes under the IRDP will not be a failure.

A study by Rao23 (1989) The study reveals that there has been a positive impact of the programme on rural poverty alleviation and more and more people from the poorest of the poor and destitute groups have access to credit and they have an opportunity to try to cross the poverty line. The study concluded that the low level of skills and due to lack of training the beneficiaries have not been able to put the assets purchased under the programme to their best use. The monitoring arrangements at the state/district/block levels required to be geared up with regard to qualitative aspects of programme for successful implementation.

A study by Ghosh24 (1991). The study reveals that the a reasonably large percentage of IRDP assets/schemes (70.50 percent are fond to be intact though the proportion of assets intact is
relatively lower (40.35 percent) in the case of animal husbandry schemes. Non-existence percentage is extremely high in case of duck-rearing (80 percent) and goat rearing (77.78 percent) Animal husbandry schemes are not only risk prone but also vulnerable. In the secondary and tertiary sectors, the extent of non-existence of assets is less since in both these sectors, schemes, existence depends a lot on the concerned beneficiaries and their less vulnerability to leakages. The study concluded that contribution of IRDP investment to lift the assisted families above the poverty line not only depends on the quantum of investment but also on the efficiency of operation of the schemes, management of assets and pre-investment income levels of the families.

A study by Dhillon and Sandu\textsuperscript{25} (1991) an Effective co-ordination, is a must for IRDP success, examine the extent of co-ordination between DRDA and other departments concerned with the implementation of IRDP at the district level. The study reveals that there was lack of co-ordination among the financing agencies (banks other than lead bank) and other sponsoring agencies (DRDA). Large number of beneficiaries were given assistance under milch animal scheme but basic infrastructural facilities were not provided. Concerned to the meetings, the executive committee meetings were not regular at the district level. The study concluded that a nodal officer should be appointed at the district level to co-ordinate between the various departments and the district administration. In order to check duplication and overlapping of financing activities, permanent allocation of villages to some banks should be made and representatives of the other concerned departments should regularly
attend all of the other concerned departments and attend all the meetings held at the district level in connection with IRDP.

A paper by Joshi\textsuperscript{26} (1994) on JRY needs beetling up and further consolidation, explains the implementation of JRY programme on rural area. According to the author, JRY aims at strengthening the planning process at the village level by involving the village panchayats in the planning and implementation of their projects. Physical and financial audit of the works implemented by Gram Panchayats should be made compulsory. An enduring solution to the problem of unemployment under the JRY should be to provide goods and services in rural homes and that would give work to millions and millions of idle hands. The potential of employment in non-agricultural rural jobs should be fully explored in order to accommodate those who cannot find work in the land passed occupations. Author concluded that the providing gainful employment is the only way to remove poverty. From this angle, the JRY has not come a day too soon, and a responsive administration becomes imperative, when programmes of rural development are initiated and put into operation.

A paper by Kamala Prasad\textsuperscript{27} (1990) on JRY for social solidarity, explains the dimensions of JRY programmes in rural area. According to the author the JRY is the latest in the series of national programmes to meet the challenges of unemployment and under-employment in rural India. The design coverage provides a cushion
that can improve the employability and emoluments of the rural landless. The inbuilt thrust on job diversification for those who work on land can loosen the shackles of social stratification. The guarantee of reasonably remunerative manual work will improve payment of wages in the rural areas in general. Author concluded that the panchayat must become a planning and guiding machinery and the execution should devolve on organizations for each individual projects sanctioned within the panchayats and the balance between socially conscious groups interacting with organised bureaucracy has the potentials to improve the environment of action in rural development.

A paper by Ranga Rao\textsuperscript{28} (1990) on “Give panchayat operational freedom under JRY” examines the full power or authority to implement the programme to reach rural area. According to the author works such as construction of roads, irrigation works, soil conservation, land reclamation, a forestation, construction of school building etc were undertaken through JRY scheme. The scheme aims at creating employment for at least one member of each family for fifty to hundred days in a year. Majority of the panchayats in the country do not have qualified executive assistance. The panchayat samithis/Mandal praja parishads are the worst effected under the new scheme. Author concluded that the funds available for undertaking development works by providing employment to the poor albeit on a limited scale would help the panchayats for the first time to meet certain pressing needs of the villagers and JRY is likely to
benefit the rural poor to a considerable extent compared to the previous attempts.

A study by Ghosh²⁹ (1998), on JRY in Eastern and North-Eastern states examine the effectiveness of the programme. The study revealed that the performance of the east and north-east states on this count vary widely. It is excellent in Bihar, Orissa, west Bengal and Mizoram where respectively, 96.75, 98.46,98.10 and 93.33 percent panchayats have Annual Action plans (AAPS) and implement JRY according to approved AAP. But in Tripura, Panchayats have no AAP and in Assam only 6.86 percent panchayats have AAPs. Due to lack of effective supervision, full expenditure of available funds in JRY was not possible in the states of the east and north-east region. Out of the ten states, in states more than eighty percent of the available funds were spent for employment generation and asset building. In all states of the east and north east zone, women workers were paid less wages than their male counterpart. The study concluded that JRY has been accepted as the biggest wage employment programme in rural areas and JRY alone cannot generate sufficient income for family to cross the poverty line - it could be a supplementary employment generation programme and needs convergence with other employment-oriented programmes for example IRDP.

Thus the various studies on these programmes reveal that there are a number of problems associated with the implementation of
these programmes. Infact the programmes have good content and intention. But due to a number of administrative loopholes these have not reached the target group or rural poor. A number of factors such as lack of co-ordination among different departments, lack of awareness, inadequate finance and resources, lack of training facilities, lack of participation of people to avail the programmes, target oriented approach etc are responsible for the failure of these programmes or the limited success of these programmes.
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